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ABSTRACT

Leaders in government and business are expressing a need for stronger programs in foreign language education that address national and state needs in defense, diplomacy, and commerce. The deterioration in foreign language capabilities in the United States results from declining participation in foreign language and cultural education. No concrete national or state action has been taken to respond effectively to this need. In Illinois, all areas of international business are realizing the need for employees who are proficient in foreign languages and knowledgeable of other cultures. The business community has responded to this need in two ways: 1) with the routine hiring of foreign nationals to manage transactions in the world market, and 2) by supporting their own foreign language programs. Foreign language proficiency plays an essential role in technology transfer and economic development. The American educational system provides less foreign language instruction than most educational systems, and surveys reveal that the public desires more opportunities to study foreign languages. The Illinois State Board of Education has shown support for foreign language education since 1978 through initiatives including a task force on and formulation of a state plan for foreign languages and international studies. Current state planning and action will be an extension, refinement, and update of these efforts in light of current needs. (MSE)

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The School of Humanities

University of Illinois
at Urbana-Champaign

THE ROLE OF FOREIGN LANGUAGES IN DEVELOPING THE RESOURCES OF ILLINOIS

BY JUERGEN K. HOEGL

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LANGUAGE LEARNING LABORATORY
School of Humanities
University of Illinois at Urbana-Champaign

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THE ROLE OF FOREIGN LANGUAGES IN DEVELOPING THE RESOURCES OF ILLINOIS

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Abstract

There is a growing body of documented evidence that the gap between capability and need in cultural understanding and foreign language competence is increasing in the United States and in Illinois. Leaders in government and business are expressing the ever more urgent need for greatly strengthened programs in foreign language education which will address national and state needs in defense, diplomacy, and commerce.

The deterioration in foreign language capabilities affects national security, as insufficient numbers of people with adequate levels of proficiency in foreign language and cultural understanding are available to fill positions in the Departments of State and Defense.

This deterioration is the direct result of declining rates of participation by American students in foreign language and culture studies. Less than 3% of high school students continue beyond their second year of foreign language learning, which is the beginning point for the development of usable proficiency.

Although the 1975 Helsinki Accord and the 1979 President's Commission on Foreign Language and International Studies strongly urged improvement in our foreign language capabilities, and although legislative proposals to that effect have been introduced in Congress in the last three years, no concrete action has yet been taken at the national level to respond effectively and decisively to this urgent need.

In Illinois, one of the leading export states in the nation, all the areas of international business--trade, industry, finance, tourism, and agriculture--are realizing their need for people who are proficient in foreign languages and knowledgeable about other cultures. Competitive world markets, changing characteristics of domestic markets, and new developments in the tourism industry are perceived by business leaders as reinforcing the marketing precept that the language of preference in international business is the language spoken by the client.

The business community has responded in two ways to the need for people whose business acumen includes communicative competence in other languages and cultures. Many business firms routinely hire foreign nationals to manage business transactions in the world marketplace, which has led to the loss to Americans of some 100,000 jobs annually. Other businesses have attempted to support their own foreign language learning programs, but these efforts are inevitably limited in scope and impact. Both approaches represent an enormous and unnecessary cost to the nation, especially to export-oriented states like Illinois.

Foreign language proficiency plays an essential role in technology transfer for economic development. When foreign language competence

is not available, important work and research from the international database in science and technology are ignored by American scientists. This creates gaps in the quantity, quality, and timely transmission of research knowledge. Technology that has not been developed because of such gaps in our research capabilities cannot be transferred for economic development. Further, communicative competence in other languages and cultures is itself a technique that must be integrated into the information technologies available to an information society for application in such areas as business, agriculture, and engineering.

A comparison of world educational systems reveals that while in the United States less than three percent of all high school students continue foreign language learning beyond the second year of study, in other developed and developing countries foreign language learning begins in elementary schools and continues through high schools in an uninterrupted sequence for all children.

When surveyed, 93% of respondents in the American public say that foreign languages should be offered in the high schools, and 75% say that foreign language instruction should begin in the elementary schools of the nation. The National Commission on Excellence in Education has made that recommendation, pointing out that acquiring usable proficiency takes from four to six years of dedicated study.

In Illinois, the State Board of Education has shown support for foreign languages in the past by convening the Illinois Task Force on Foreign Language and International Studies in 1978 and by formulating the Illinois Plan for Foreign Language and International Studies, for 1980-85. Present planning and action by the State Board of Education in this area will be a consequent extension, refinement, and update of these efforts in light of current needs in Illinois.

This report discusses the need for foreign language competence in government and commerce, considers some of the initiatives already taken to meet this need, and suggests further action to improve foreign language education in Illinois.

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THE ROLE OF FOREIGN LANGUAGES

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DEVELOPING THE RESOURCES OF ILLINOIS

Juergen K. Hoegl

I. THE NEED: FOREIGN LANGUAGE COMPETENCE

A. In Defense and Diplomacy

1. The Growing Gap Between Capability and Need. In his special message to the Congress on January 27, 1958, President Dwight D. Eisenhower said: "The American people are generally deficient in foreign languages, particularly in those of the emerging nations in Asia, Africa, and the Near East. It is important to our national security that such deficiencies be promptly overcome" (30/61).

Fourteen years later, when President Nixon, formerly Eisenhower's Vice President, made his epochal visit to China in 1972 to reopen U.S.-China relations, he was able to speak with Chinese leaders in Beijing only through their interpreters.

Seven years after that, when the Deputy Prime Minister of China visited the United States in 1979, President Carter still had to rely on the interpreter brought along by the Chinese deputation, since no qualified interpreter was available from the U.S. Department of State.

It has been reported that only six of the sixty U.S. Foreign Service officers in Iran during the revolutionary year 1978 were even minimally proficient in Farsi (23).

In testimony to the United States Congress in March 1983, a former director of the Defense Intelligence Agency related an incident in which negotiations between the United States and a NATO ally on an essential military contract nearly broke down completely. No language specialists from the Department of Defense were available, and the commercial translation service that had to be hired blundered badly in translating critically important documentation (8/3).

Not surprisingly, the Commission on Foreign Language and International Studies appointed by President Carter concluded in its report of November 1979:

> We are profoundly alarmed by what we have found: a serious deterioration in this country's language and research capacity, at a time when an increasingly hazardous international military, political, and economic environment is making unprecedented demands on America's resources, intellectual capacity, and public sensitivity (8/2).

The Commission declared that, as a result of this deterioration in foreign language capabilities, "nothing less is at stake than the nation's security."

The former Deputy Director of the Central Intelligence Agency, Admiral Bobby Inman, agreed. In Congressional testimony given in July 1981, Admiral Inman stated that "the deteriorating language study programs of this country are presenting a major hazard to our national security" (7/94).

A memorandum sent by the Defense Language Institute to the President's Commission in 1979 describes the nation's dilemma:

> Every year the total number of persons who can communicate in foreign languages decreases, while every year the nation's need for linguists in defense, in foreign affairs, and in the private sector increases (30/43).

Unfilled Jobs. The federal government has established a category of jobs in which foreign language capability is "essential." Yet, according to a recent federal report, more than one-third of these positions are not adequately filled (13/4). The situation in Russian language is characteristic: According to a recent study, there are 4,943 positions in federal government requiring proficiency in Russian, but there are only 3,206 persons who can fill that need (30/43).

Insufficient Proficiency. Such statistics clearly reveal the problem of quantity, but there is in addition a serious problem of quality. These numbers show the gap between supply and demand, but they do not define the level of proficiency actually required by these jobs. Admiral Inman has forcefully stated the need for quality in language and culture proficiency:

> Minimum level competence in a foreign language is just not good enough. Our Intelligence officers must be as highly skilled in the language as they are in the other facets of their jobs. ÑNeither is itç sufficient merely to report events. We must understand the culture and society in which the event takes place (7/92).

Unfortunately there is no prospect that the needs of the federal government for more people with higher levels of proficiency in foreign language and culture will be met in the foreseeable future, given the current declining rates of participation in foreign language and area studies by American students. According to data submitted to the Congress by the Joint National Committee for Languages, less than 3% of all high school students continue foreign language learning beyond the second year of study.

2. Federal Initiatives. The primary responsibility for education lies with the individual states, but concern for the national situation in foreign language and international studies has led to several policy initiatives taken at the federal level.

Helsinki Accord. As a signatory to the 1975 Helsinki Accord in the context of the European Conference on Security and Cooperation the United States pledged to promote the teaching of foreign languages and the understanding of other cultures.

Presidential Commission. In 1979, at the conclusion of its nationwide hearings, the President's Commission on Foreign Language and International Studies made specific recommendations designed to coordinate a national effort in government, business, and education to meet needs for competence in foreign languages and cultures. Schools were assigned a fundamental role in this national effort in being given the responsibility for strengthening already existing foreign language programs and introducing them where none exist.

Congressional Action. On November 17, 1980, the House of Representatives went on record in support of improved foreign language study when it passed House Concurrent Resolution 301. The Resolution declares it to be the sense of the Congress that local school districts and institutions of higher education "should consider strengthening the study of foreign languages and cultures" (8/5). The same Resolution passed the Senate on December 8, 1980.

In 1983, Representative Paul Simon from Illinois, with the bipartisan support of 58 co-sponsors, introduced a bill in Congress designed:

> To further the national security and improve the economy of the United States by providing grants for the improvement of elementary and secondary foreign language instruction, and for per capita grants to reimburse institutions of higher education to promote the growth and improve the quality of postsecondary foreign language instruction.

To be cited as the "Foreign Language Assistance for National Security Act," the bill passed the House. The first part of the bill records the findings of Congress that:

> (1) the economic and security interests of this nation require significant improvement in the quantity and quality of foreign language instruction offered in the Nation's educational institutions;
>
> (2) many endeavors in both the public and private sectors involving such matters as international relations or multinational business transactions require the skills of individuals with knowledge of foreign languages; and
>
> (3) the educational institutions of the Nation should provide students with an understanding of the history and culture which influence the perspectives, values, and attitudes of the people of other countries; and foreign language instruction is one means of achieving this goal.

The legislative history of the proposed Foreign Language Assistance for National Security Act, including numerous Congressional hearings and an earlier version of the bill, reveals steadily growing support among members of Congress from both parties.

Yet, since the Senate took no action on the bill in 1984, it serves mainly to include concerns about the urgent national need for foreign language capabilities in the expanding national discussion of educational reform, rather than to provide immediate and long-range remedies through Congressional action. Thus the bill's main value for the present lies in raising public awareness and national visibility of the issue while documenting a serious national need for foreign language competence.

We as a nation have barely begun to undertake to change this situation. No single event since Sputnik in 1957 seems to have shaken national complacency, not even a series of alarming events like those in Iran or at NATO. As we continue to await a realization of the seriousness of the national situation and the activation of national leadership, the gap between supply and demand, between capabilities and needs in foreign language competence grows ever wider at ever greater peril to the conduct of our national affairs in defense, diplomacy, and commerce.

While national defense and international diplomacy are the responsibility of the federal government, states are not unaffected by the conduct of these affairs. Individual states contribute human and other resources to, and share the effects of the national government's management of defense and diplomacy.

B. In Commerce: Business, Industry, Agriculture, and Tourism.

1. Competition in World Markets. When the General Motors Nova was introduced into the Latin American market, sales were poor. "No va" in Spanish means "it doesn't run," hence the name Nova was equivalent in meaning to "lemon." When the car's name was changed to Caribe, sales improved immediately.

A major advertising campaign in green was poorly received in Malaysia, where green symbolizes death and disease.

An American businessman tried to press doormats on a Japanese, not aware that people in Japan customarily remove their shoes before entering a home.

Careful observers have noted for some time that world markets are growing increasingly competitive. The position of industrial and trade preeminence in the world enjoyed by the United States for two decades after World War II has given way as other developed nations have entered world markets to compete successfully with U.S. products.

The past 15 years have witnessed a steady decline in the U.S. share of world markets, from 15 to less than 12 percent. It has also seen, perhaps not coincidentally, a decline in the standard of living

of the American people relative to that of other countries, to about ninth place today.

The volume of U.S. exports, when measured either as percent of GNP or as per capita dollar volume, does not rank with the top dozen countries in the world. According to the most recent data available on the subject, the United States ranked 16th in dollar volume of exports per capita in 1978, behind such countries as Austria, France, Italy, Japan, and Taiwan (30/25). Even so, one of eight American manufacturing jobs is dependent on exports, and one of three American agricultural acres is used to grow produce for export.

The Role of Foreign Language Competence in World Trade. The nation's problems in world trade cannot, of course, be simply accounted for. One factor, however, has been pinpointed by a former Assistant Secretary of Commerce, who wrote in Business America in 1979 that "our linguistic parochialism has had a negative effect on our trade balance. In fact, it is one of the most subtle no-tariff barriers to our export expansion" (3). There is today an increasing awareness among U.S. business leaders that competitive world markets demand communicative competence in the customer's language and sensitivity to the cultural context of the communication.

Business leaders of other nations have known this for some time and have shaped their business strategy in world markets accordingly. A senior Japanese official, for example, ten years ago described the Japanese management approach to markets in international business:

> Our Japanese business people study the language, the customs and cultures of the United States, Canada, Western Europe and Southeast Asia, and we have been very successful in selling our manufactured goods abroad because we understand the people and their needs. Our people do not operate through interpreters. Our representatives speak the language of the host country, and they know it well--and also the customs (30/6).

If U.S. businesses are to compete as successfully in world trade, they must follow adjust their business strategy to these realities.

Joel Honigberg, President of the Overseas Sales and Marketing Association which has its headquarters in Chicago, recommends that students combine business training and competence in foreign languages. He speaks five languages. He tells high school students, "There are only about 1,000 college students who graduate each year with majors in international trade--a field we call geotrade. There are jobs for at least 200,000 geotrade experts" (30/27).

John McDougall, Executive Vice President of Ford Motor Company, makes the same recommendation: "A combination of foreign language ability and business expertise is now needed and will be required even more in the future by U.S. companies if they are to compete successfully in world markets" (8/4).

Robert Leveson, Vice Chairman of Doyle Dane Bernbach, Inc., believes that "Americans doing business abroad are significantly disad-

vantaged by poor and insufficient training in foreign languages. There is always a subtle, but distinct, loss of the 'upper hand' when one cannot make oneself understood" (8/4).

Manuel Mencia, an executive in the Department of Commerce of the State of Florida, makes this observation on the effect of the misconception that English is the language of business: "This cultural myopia has created a self-enacted trade barrier more effective than any protective tariff ever established. I have seen many monolingual Americans learn the sad lesson through lost opportunities and contracts that the most important language for business is really the language spoken in the country of your potential client" (7/215).

Profitable results in international business have been and will continue to be produced by business acumen of which competence in the client's language is an essential component. As an executive of a large manufacturing firm in Kansas confessed some time ago: "I finally decided to concentrate on learning Spanish around 1965, and after I became proficient in 1967, my business with Spanish-speaking countries increased from nothing to over $20 million annually" (30/20).

World Markets for Illinois. The International Business Division of the Illinois Department of Commerce and Community Affairs (DCCA),, in its program synopsis for "Selling Illinois to the World," declares that "experience and statistics show that the single most effective method of developing overseas sales is through personal contact in the foreign marketplace" (15).

According to a recent report, Illinois businessmen who participate in trade delegations going abroad to make new business contacts have experienced a return of 1:250 on their investment: that is to say, for each $1,000 of the trip's cost they got $250,000 worth of new business. (30/39)

Present jobs and income in Illinois, one of the nation's leading export states, already depend to a great extent on exports. Recent Illinois data from DCCA show a total of 505,000 persons employed in jobs related to agricultural and manufacturing exports in 1981. Illinois is third in the nation in dollar volume of exports of agricultural and manufactured products combined, and it is first in the nation in dollar volume of all agricultural export commodities. (14/23)

The point that "Illinois has a major stake in policies that increase U.S. commerce with other countries" and "from increased exports of agricultural products and services" was made emphatically by James Heins, University of Illinois economist, in his study of "The Impact of Increased Foreign Trade on the Illinois Economy" (6/5).

The 1981 study, commissioned by the Illinois State Chamber of Commerce, estimated that a 10% increase in agricultural exports and a 10% increase in exports of manufactured goods would result in an increase in personal income of $400 million, which in turn would produce a $17.1 million increase in revenues to the state from Illinois income

and sales taxes. The increased exports in manufactured goods and agricultural products would create 20,600 new jobs in Illinois.

There are indications of a growing awareness among elected representatives and government officials of the need for people who are competent to discuss on the international level the state's interests and concerns in diplomacy and commerce. As the role of individual states in international commerce grows, there evolves a concurrent need for state government officials and business leaders themselves to engage in international diplomacy to promote the international trade initiatives of businesses in the state.

This is increasingly the case in Illinois. Governor James Thompson has set as one of the goals of his administration to increase Illinois exports and to expand the role of international trade and finance in the Illinois economy. Accordingly, in March 1984, Governor Thompson and Michael Woelffer, Director of DCCA, led an investment mission to Europe "to highlight the attributes of investing in Illinois" and "to educate the European business community about investment opportunities in our state" (16). The mission was declared a success, based both on the reaction of the business leaders who participated and on the volume of investment in Illinois elicited from interested European investors. A similar mission, again led by Governor Thompson, will go to Japan in December 1984.

The Lieutenant Governor of Illinois, George Ryan, has defined even more clearly the relationship between international trade initiatives in Illinois and foreign language and cultural competence. In an address to the International Business Council MidAmerica in Chicago in November 1984 the Lieutenant Governor spoke at length about the crucial need for foreign language learning in Illinois. Supporting his point with economic and educational data, the Lietenant Governor stated unequivocally that the economic viability of Illinois rests on foreign language proficiency. "Our economic prosperity in Illinois," he said, "is inexorably linked to international trade." Of all new jobs created today 80% are export-related, and much of the potential future expansion in illinois esport trade must be expected to come from the state's 250,000 small businessess. But present lack of proficiency in foreign languages and cultures constitutes a costly "barrier for small business people seeking to enter the international marketplace."

Addressing the pressing need for foreign language competence in the state's work force, the 1984 Illinois Conference on Snall Business has formally recommended that Illinois governement act to encourage Foreign Language and International Studies at all levels of education. As Chairman of the Illinois Export Council, Lieutenant Governor Ryan has strongly endorsed that recommendation and urged the ISBE, the Governor, and the General Assembly to assume decisive leadership to provide foreign language instruction to all Illinois students. (25/6)

Marketing Illinois Coal. Illinois Central Gulf Railroad (ICG) has just developed an Import Coal Guide, "as a service to coal importers and the Illinois Basin coal industry." It is a highly effective marketing device linking coal importers (i.e., countries wanting to buy

Illinois coal) and the Illinois Basin coal industry, comprised of 20 major coal producers whose operations are described in the Guide. It is effective because it reaches potential customers in the major coal-importing countries by delivering its marketing message simultaneously in English, Spanish, German, and French.

That message is that "Illinois is a leading export state in the U.S. because of its industrial and agricultural resources. It has more coal reserves than any other state except Montana." That message is conveyed more effectively now and will continue to be heard in the future because it is presented in the languages of the clients.

Marketing Illinois Agriculture. According to current data from the Illinois Department of Agriculture, Illinois is the nation's leading exporter of agricultural products, and among these, soybeans and soybean products surpass all other agricultural commodities from Illinois in dollar volume of exports. This also makes Illinois the leading state in the nation in the production of soybeans (9).

In 1973, the University of Illinois and the University of Puerto Rico formally established INTSOY, the International Soybean Program. Its major goal is the effective transmission of research information "from country to country and from discipline to discipline" (19). The effectiveness of this interdisciplinary and international effort to share information on soybean research, production, marketing, and use is greatly increased by the fact that INTSOY's training courses are given in the language of the participants and the focus of the instruction is on the specific local conditions of the country. Such courses have so far been held in Columbia, Ecuador, India, and Peru. Further, the INTSOY Newsletter, reaching 2,200 subscribers in countries around the world, is published in English, Spanish, and French.

Through its research and training efforts, INTSOY has not only established important communication links with countries around the world, but has also promoted further exports of Illinois soybeans because its marketing efforts in these countries have successfully shown the adaptability of soybeans and soybean products to local needs.

The University of Illinois College of Agriculture formulated last year a proposal to expand the program into the International Soybean Network/Center to promote close collaboration among government, private industry, and educational institutions. Efforts to secure long-range funding for the Center have however not yet met with success.

International Business Activities in Illinois. The International Business Council MidAmerica, formed in 1980 and based in Chicago, is made up of business executives from more than 600 firms in the manufacturing and service industries. The Council sees itself as "a dynamic force in the emergence of the Mid-American heartland as the nation's foremost international trade area," and has taken as its main goal the expansion of exports of goods and services from Illinois and the United States (18). To that end, the Council continuously conducts programs and seminars designed to acquaint members with essential export "know-how." Each year the Council also sponsors a number of multi-national conferences and a World Trade Conference, the larg-

est of its kind in the United States. An official adjunct to the World Trade Conference, the Student Conference on International Business (sponsored by the Institute of International Education/Midwest) serves as an important link between international business and education.

The Department of Commerce and Community Affairs provides useful information on the presence and activity of international business in Illinois. In the area of international finance, the DCCA lists more than 50 international banks as having established branches or representative offices in Chicago, as well as 10 major U.S. banks maintaining Chicago offices for international clients. The DCCA also lists the more than 60 nations maintaining consulates or trade offices in Illinois, a number which ranks the state third in the nation and which shows "the importance of Illinois as a force in international trade."

The International Business Division of the DCCA in 1983 conducted a survey of all Illinois businesses to determine the extent of export activities of Illinois industries. In 1984 the International Business Division of DCCA made available a Directory of Illinois Exporters an Illinois International Business Services Directory, which lists Illinois firms providing services (including "translations and language classes") to Illinois exporters and importers. The 1983 DCCA survey of Illinois businesses, however, does not include an assessment of the particular need for personnel competent to conduct a firm's international business transactions in the customer's language. Although the International Business Division of the DCCA maintains state bureaus in Hong Kong, Japan, Brazil, and Belgium with key personnel fluent in some of the languages of the geographic areas served by each bureau, there is no indication that a systematic assessment of needs for language capabilities of personnel in the International Business Division has been made or is contemplated.

Nevertheless, in order to sustain and augment the high volume of international trade and finance in Illinois, business transactions and marketing efforts both in nations abroad and in Illinois must adapt to the increasing internationalization of the business environment. Astute business entrepreneurs tell us that competence in the language of the customer is an essential ingredient of success in international business. The business community of Illinois must reexamine traditional approaches to international business that rely on third party interpreters, in the light of current needs for personal contacts in the world marketplace.

2. Domestic Markets: Changing Characteristics. There may be less awareness that domestic markets must be approached in the same way, but that too is changing. Modern marketing research recognizes a plurality of markets in which demographic factors such as linguistic and ethnic loyalty are constantly changing. Since the days of its founding the United States has drawn the larger share of its population increase not from new births but from new immigrants. The traditional notion of the melting pot holds that the aspirations of newcomers for participation and upward mobility are premised on their assimilation to American culture. Rose Hayden, Executive Director of the National Council on Foreign Language and International Studies,

describes these pressures to assimilate from personal experience: "As the oldest daughter of immigrant parents, I was taught that the maintenance of my parents' mother tongue was a social liability in this country, a mark of inferior social status" (7/40). As a consequence of these attitudes we encounter the paradox of a land of great ethnic diversity with a strong socio-cultural bias against the maintenance (and by extension the learning) of any language but English.

Today, however, these melting pot pressures are giving way. Large immigrant groups increasingly choose to maintain their linguistic and cultural identity instead of suppressing it. In a process of selective assimilation, they adapt to their present environment while continuing to maintain and value their original cultural identity. A thoughtful article in American Demographics reports the case of the Hispanic population in the United States, defined as people who speak or understand Spanish, whose ancestry is based on a Spanish-speaking culture, and who identify with the Hispanic culture (34/8). In the past, advertisers thought that Hispanics would assimilate into U.S. culture as many other immigrants have done and would therefore not need to be reached by advertising addressed particularly to them. Recent market research reveals, however, that the 15 million Hispanics who live in the United State today are reached most effectively by products advertised and labeled in Spanish--even when they understand English well. Another article about Hispanic-Americans in American Demographics concludes that "with the potential to grow 40 percent in a decade, with rising education, job status, and income, Hispanics will hold the attention of American businesses for years to come." (29/25)

Domestic Markets in Illinois. In Illinois too such changing demographics in domestic markets impel changes in business practices, most notably in advertising. Illinois ranks fifth in the nation in number of Hispanic Americans. The 1980 Census counted 613, 000 Hispanic Americans in Illinois. Other data from the Census Bureau tell us that 11.5% of all persons five years old and older in Illinois speak a language other than English at home (and these 1,221,000 people do not represent all speakers of other languages in Illinois, since many who do speak another language do not use it in the home). It is clear, therefore, that even businesses who do not engage in business activities related to world markets may be missing important segments of domestic markets if they do not address the linguistic and cultural diversity of their potential clients.

3. Tourism: Visitors to the United States. The potential market represented by foreign visitors to the United States has been recognized even less than that represented by speakers of other languages who live here, but this too is changing. The U.S. tourism industry reached a benchmark in 1981 when for the first time more money was earned from the 23 million foreign visitors in the U.S. than was spent by Americans traveling to other countries.

The seven countries of origin of the largest numbers of foreign visitors to the U.S. were Canada, Mexico, Japan, United Kingdom, Germany, Venezuela, and France, suggesting that for Americans employed in the tourism industry the largest demand will be for competence in

Spanish, Japanese, German, and French. In view of these data the U.S. Travel Data Center in Washington, D.C. suggests that more effective marketing in these nations by both business and government would contribute to still further growth in the domestic tourism industry. (33/33)

Tourism in Illinois. The 21 million foreign visitors to the United States in 1982 spent $11.3 billion, according to the U.S. Travel Data Center. (33/33) The Midwest states received a mere 7% share of that money, $0.8 billion. Compare this to the 30% share or $3.3 billion foreign visitors spent in the Pacific Coast states. As in the case of exports, an increase in the number of foreign visitors coming to Illinois would lead to a corresponding increase in jobs created, in personal income, and in state and local revenues.

Many foreign visitors are already attracted to Chicago, to Springfield ("Mr. Lincoln's Home Town"), and to other areas of the state that offer metropolitan, historical, agricultural, mining, and recreational attractions. But more effective marketing of these attractions abroad, i.e. marketing in other countries in their languages, could significantly increase the number of foreign visitors who "Discover the Magnificent Miles of Illinois."

The Springfield Convention and Visitors Bureau, for example, with the assistance from the Illinois Department of Commerce and Community Affairs, has undertaken such a marketing effort. The Bureau has put out an attractive brochure describing the Lincoln heritage in English, Spanish, French, Italian, German, and Japanese, to advertise and make "Mr. Lincoln's Home Town" more accessible to foreign visitors. Since many of the tourists from abroad come to Illinois because they are primarily interested in Lincoln and Lincoln's Springfield, the multilingual brochure represents an appropriate, if modest, response to current patterns in tourism.

This response could be effectively amplified if multi-lingual interpreters were available at historic sites and other key tourist attractions. At present, tourist groups must bring their own interpreters or rely on those among them with some knowledge of English to mediate the experience of America's cultural heritage and hopes. Though most Illinoisans are eager to share these with our visitors, the third-party mediation of interpreters makes impossible the personal contact which is necessary for true sharing.

4. Technology Transfer and Economic Development in Illinois. Technology transfer has become a topic of particular interest to those concerned with the development of Illinois' resources. In his State of the State Message on February 8, 1984, Governor Thompson proposed a new Technology Innovation and Transfer Program to encourage a closer tie "between our universities and industry research and development programs," citing Illinois universities as "storehouses of information waiting to be unlocked..."

The Governor was thinking primarily about technology in terms of the applications of knowledge gained from research in the "hard" sciences. That notion was also central to the thinking of the Com-

mittee on Higher Education and Economic Development, when it said in its report on "Improving the Effectiveness of Higher Education in Economic Development" (February 1983) that "improved communication and cooperation among campus-based researchers and those involved in economic enterprises are two major ways to stimulate technology transfer" (10/10).

However, neither technology nor technology transfer are confined to this narrow perspective. In the transition from an industrial to an information society, the concept of technology is expanded from its focus on means of production to include other techniques or methods used to attain a particular end. Hence, techniques used in the successful management of information are one form of information technology. And as John Naisbitt shows with convincing statistics in Megatrends, "the information economy is real" (26/20): that is to say, our economy, in quantitative terms, is based more on the production and management of information than on the production and management of goods.

We have barely begun to address ourselves to this reality. While we have produced astonishing results in a short time in some areas of research dealing with the production and management of information (most notably in artificial intelligence), communicative competence in other languages and cultures is one example of an important technique in the production and management of information which we have not yet integrated into our information technology. The failure to incorporate this technique short-circuits technology transfer in two ways, with far-reaching consequences. The growth of that technology itself is hindered by serious gaps in research, and the management and utilization of important information is restricted by limited communication techniques.

Gaps in Research. Grave gaps in research efforts occur when an essential channel for the transfer of information is not available. A study published in the Journal of the American Society for Information Science in 1978 found that when American scientists or scholars are faced with work in a foreign language which they cannot read, they generally ignore the work (30/76). But science, and the information available from scientific inquiry and research, does not stop at national boundaries.

The Japanese, in contrast, have concentrated on developing the linguistic competence needed to read, understand, and use the information in scientific and technical journals of Western countries. Consequently, says the Executive Director of the Economic Policy Council Richard Seifman, "by having done their homework they are in a far better position than we are to leapfrog on new technologies" (1/8). These technologies relate, moreover, not only to the means of production ("hardware"), but also to information technology ("software"). Americans have had to admit, for example, that the concept of "quality circles" as a management technique now beginning to percolate through American management was not "invented" by the Japanese, but originated in the United States - from where it was transferred by the linguistically proficient Japanese to meet their need to increase productivity and quality control.

While the Japanese and others are doing their homework with good results in competitive world markets, Americans are doing less and less of theirs. Articles on important research in such fields as medicine, engineering, agriculture, cybernetics, semiotics, and urban education planning are proliferating in the scientific and technical journals of many nations, but fewer and fewer Americans are able to read them. In a Congressional hearing in 1981, Yale University Professor Donald Kagan described a situation not restricted to his field of study nor to his university:

> I took it for granted when I began teaching that I could ask my advanced students to read works in French or German or Spanish with confidence that each one on them could read in at least one of those languages in the important body of secondary literature which is the key to understanding my subject. That would be folly today if I attempted to do that at Yale University (author's emphasis) (7/194).

There is, then, a fundamental need to improve the means of technology transfer by improving the communicative competence of those managing the information potentially available from the enormous international database of scientific and technical journals from around the world. Scientists, researchers, and those wishing to apply scientific findings for economic development must be able to communicate in other languages to eliminate current gaps in quantity, quality, and timely transmission of research knowledge. Technology that has not been developed because of gaps in research capabilities cannot be transferred for economic development.

Gaps in Technology. Economic development also depends on the effective management of information and processes of production and marketing in such fields as business, agriculture, engineering. Those who wish to enter management in business and industry, for example, know that courses in economic analysis, statistics, marketing, accounting, production management, planning, and organizational behavior will teach them the information technology essential to their effective job performance. But in many cases, an equally essential technology is missing: the technique of communicating in the client's language and culture. Yet this is an effective marketing technique with proven results in business. In a multinational corporation, it is an essential technique for directing the corporation's local operations in another country. In short, it is a technique like other techniques in marketing or business operations essential to effective results in those operations.

Communicative competence in other languages and cultures is an information technology that could be made available by all educational institutions from the elementary and high schools to the universities. It is a technology that can be transferred.

But it is not being transferred in Illinois. Few public or private postsecondary educational institutions in Illinois have programs requiring any foreign language proficiency for admission, and only a few more require it of their graduates (17).

Initiatives in the Commercial Community. The increasing perception of the need for people with foreign language competence in a wide range of situations abroad and at home is clear in the variety of ways in which the business community demands and supports growth in foreign language programs. Those firms and leaders of American commerce who want to employ Americans, but find their average language qualifications inadequate, have found a number of ways to promote the learning of foreign languages in the United States. These include support for legislation, public awareness efforts, and funding for educational reform.

Support of Federal Legislation. A number of businesses support legislative efforts in Congress, such as the "Foreign Language Assistance for National Security Act" described above.

Focusing the Public's Awareness. Some firms direct public attention to the fact that "business needs people skilled in foreign tongues," as United Technologies did through a large syndicated newspaper advertisement in 1980.

Grants to Effect Change. Other businesses effect almost immediate and extensive change through grants for programs designed to add foreign language competence to the skills of people preparing to enter the business world. A commendable example of this approach is the multi-million dollar grant from Estee Lauder, Inc., to the Wharton School of Business at the University of Pennsylvania last year for the express purpose of integrating foreign language education into the business curriculum. In explaining the motivation for this sizable grant, Leonard Lauder, the President of Estee Lauder, Inc., referred to his father's observation that "Americans conducting business overseas were always at a disadvantage because they did not understand the language, the culture, or the customs of other people." He added that "unless we learn to compete on a global scale, America's position as a major industrial nation will decline" (24).

The innovative integration of the MBA and MA curricula to create an internationalized and interdisciplinary program, said the Director of the newly formed Lauder Institute of Management and International Studies, Professor Jerry Wind, was in recognition of and in response to "the 'megatrend' shift from a national economy to globally interdependent economies" and to the evidence that "the parochialism we inherit works to undermine even our most advanced technological skills" (24). The Institute requires of its students proficiency in at least one foreign language, knowledge and understanding of specific countries, and an appreciation of the cultural aspects of life in a global environment. In short, the Institute strives "to develop corporate leaders who are sensitive to cultural differences and capable of operating effectively in foreign environments." To accomplish this, course work for the dual degree includes intensive language classes, cultural events, and an internship abroad. The objective of the language classes is to provide culture-specific and job-specific terminology and practice in public speaking. A high level of language proficiency is required even for admission to the program.

6. Continuing Costs. The gaps in research and technology, the jobs lost to Americans, the world market potential unrealized, the commitment of resources to ad hoc programs to fill specific local needs - all of these constitute an enormous and unnecessary cost to the nation as a whole and in particular to states like Illinois that have much to gain from growth in exports and international business. The efforts described above, the initiatives being taken by Illinois coal producers and transporters, Illinois agricultural researchers, the International Business Council MidAmerica, and promoters of tourism in Illinois, deserve recognition not only for their value in the marketplace, but also as clear signals underscoring the need for greatly strengthened foreign language education for all students. Illinois state government has begun to respond to state needs in foreign language and international studies; before suggestions can be made for changes on the state and local level, however, it is important to understand the national context for educational reform. The only long-term and effective solution to national and state needs for widespread competence in foreign languages is educational reform.

II. THE SOLUTION: EDUCATION

A. The National Concern.

Public discussions and concern about the outcomes of the educational process have been growing in prominence and intensity in the last two years. This concern has been sparked by such visible symptoms of educational deficiencies as declining test scores, functional illiteracy, and the need for remediation.

Average SAT and ACT scores have dropped steadily over the years, losing 90 points from 1963 to 1981, according to a recent College Board report (31). The 1980 National Assessment of Educational Progress (NAEP), titled "Reading, Writing, and Thinking," reported that high school students' proficiency level in reading, in inferential comprehension, and in writing had declined in the 1970's (4).

When a California student with a fifth-grade reading level was graduated and received a high school diploma, he sought a remedy in court in 1976 for the educational malpractice of the local school district. A similar case was brought to court in New York in 1978. High school diplomas had been awarded in both cases, the students' functional illiteracy notwithstanding. The students, subsequently unable to secure employment and to function successfully in society, sought redress in court that included an obligation by the local school districts involved to provide remediation.

When students graduate from high school with academic deficiencies the costs of providing remediation are borne by employers or by post-secondary education. As these students enter the work environment, employers find themselves investing heavily in remedial learning programs, training seminars, and professional development activities in order to raise the level of skills of their employees to meet the demands of their work environment. In the case of foreign language learning, such remedial efforts take the form of expensive commercial

language courses with severely limited effectiveness. Another option is courses at government language training schools, but this training is extremely expensive. At the Foreign Service Institute, for example, ten months of language training for an entry-level employee costs the federal government $30, 000 (7/27).

There is a similar need for remediation when these students enter higher education. A 1981 report on remediation by the Illinois Board of Higher Education (IBHE) defines remediation as the "attempt to bring unprepared students to a level of basic skills necessary to pursue college level work" (12/2). The report estimates that instructional costs alone for remediation programs in public universities and colleges in Illinois were $9.5 million in Fiscal Year (FY) 1981. A subsequent IBHE report on remediation, published in July 1983, found that the demand for remediation courses in Illinois colleges and universities has continued to increase. Between FY 78 and FY 82, remediation credit hours increased 26% in public universities, and 35% in public community colleges (13/70).

These remediation programs in higher education have been defined by the IBHE as no more than "a reiteration of basic skills previously presented to students" (12/3). In other words, they are programs designed to remedy deficiencies in basic learning in high school. The increased need for remediation, the 1983 IBHE report concludes, is "part of the larger issue of the quality of high school preparation and the admission and academic performance requirements of public universities" (13/69).

1. Foreign Language Learning in Other Countries. It is said that "the United States continues to be the only nation where you can graduate from college without having had one year of a foreign language during any of the twelve years of schooling" (30/2). Congress has been informed that at present less than 3% of all high school students continue foreign language learning beyond the second year of study (7/127)-- even though it is only after this point that a learner can attain a level of proficiency sufficient for minimal competence in dealing with a native speaker of another language.

By contrast, in other developed and developing countries, foreign language learning is invariably found at the core of the curriculum; it is begun early in the child's schooling and continued in a long sequence of study (30/78-90). For instance in

Denmark: foreign language learning begins in the fifth grade and is pursued for six years in one language, a second language is optional;

France: foreign language learning begins in the sixth grade in one language, a second begins in the ninth grade;

Germany: two foreign languages are learned beginning in the fifth and sixth grades respectively;

Japan: an estimated 80% of Japanese students take foreign languages beginning in sixth grade;

Mexico: foreign language learning begins in elementary schools and continues for all students in secondary schools;

U.S.S.R.: in a ten-year school system, almost all students study at least one foreign language in high school; one foreign language is obligatory in university, a second or third in graduate school.

These and many other countries have ceased to debate the pros and cons of foreign language learning. They have long since taken its importtance for granted and have acted on the need. In their approaches to building a sound and strong education for their children, three convictions stand out:

1. Foreign language proficiency is desirable for all students in order to meet the nation's needs in diplomacy, defense, international business, and tourism.

2. Foreign language learning must begin in elementary schools because gaining an operational level of language proficiency requires years of dedicated study, and that study is best begun at an early level in the child's cognitive development.

3. Foreign language learning leads to higher levels of proficiency in communication and other academic skills, and it contributes to general culture; it is a matter of basic study for every child.

We in the United States must broaden our historically narrow view of the value of foreign language learning, not only because we need foreign language competence for its own sake but also because of its value in improving communication and other basic academic skills.

2. The Effect of Foreign Language Learning on Other Skills. Research on the acquisition of first and second languages strongly suggests not only that competence in one's native language affects the learning of a foreign tongue, but also vice versa. Learning a second language significantly enhances basic learning skills, such as

verbal skills: listening skills such as auditory discrimination, memory, vocabulary, comprehension, and writing skills;

other cognitive skills: ability to infer, interpret, and extrapolate, to discern interrelations and to integrate knowledge; problem-solving skills applicable in such varied settings as mathematics, science, and literature;

affective and attitudinal skills: coping with the unfamiliar, tolerance of ambiguity, respect for cultural differences, avoidance of stereotypes and ethnocentric bias, balanced evaluation.

In a Congressional hearing three years ago, members of the House Subcommittee on Postsecondary Education learned of a 1979 study by Eugene Timpe at Southern Illinois University that found a positive correlation between foreign language study and college entrance exam (ACT) scores (32). The study particularly examined the question of whether this finding was due simply to the greater tendency for academically superior students to take foreign languages, but this was not the case. It showed, in fact, that lower-performance students gained more than twice as much (4.6 points in English, 3.5 in the composite score) from foreign language study as the higher performance students (2.2 points in English, 1.2 in the composite score). This finding challenges three common assumptions. It shows that

1. improved academic proficiency is the result of foreign language study, and not of the generally higher intelligence or performance of students who tend to take foreign languages;

2. far from contributing to learning difficulties for lower performance students, foreign language study improved their academic proficiency;

3. far from interfering with the learning of other academic subjects (math, social and natural science, and English), foreign language study promoted increased proficiency in all these subjects especially in English or verbal arts.

In 1981, a research project on "The Effect of Foreign Language Study in High School on Verbal Ability as Measured by the Scholastic Aptitude Test-Verbal" by Peter Eddy (5) confirmed key conclusions of the Timpe study. Funded by the U.S. Department of Education, the Eddy study used considerably more sophisticated statistical techniques to ensure the validity and reliability of findings. Eddy reports that students who study foreign languages do better on various SAT subtests and on the SAT-Verbal as a whole than students who have had no foreign language study.

These and similar research findings make a compelling case for the value of foreign language learning from the perspective of the overall quality of education. They show the possibility of greater academic achievement and higher test scores, and these results would reduce the demands for remediation which now burden the educational system at all levels. They show the value of foreign language learning to the improvement of reading comprehension and writing skills. In short, they show the potential contribution of foreign language learning to the overall quality of education. If we are serious about basic educational reform, we must realize that potential by making foreign language instruction available to all students.

3. Public Perceptions of the Value of Foreign Language Learning. It is not only members of national commissions on education or research teams who perceive the value of foreign language learning. Americans are beginning to express that conviction in many ways.

It is clearly expressed in surveys. Seventy-five percent of the respondents to a national survey conducted recently by the University

of Michigan's Institute for Survey Research said that foreign languages should be offered in the elementary schools of the nation, and 93% said it should be offered in all high schools (7/127). In a May 1981 Gallup poll 54% of the respondents said that foreign language should be a requirement for high school graduation for students planning to go to college.

Commission reports express it on the basis of much evidence. The National Commission on Excellence in Education has made this recommendation regarding foreign language studies:

> Achieving proficiency in a foreign language requires from four to six years of study and should therefore be started in the elementary grades. We believe it is desirable that students achieve such proficiency because study of a foreign language introduces students to non-English speaking cultures, heightens awareness and comprehension of one's native tongue, and serves the nation's needs in commerce, diplomacy, defense, and education (27/26).

Several of the other recent national reports on education (e.g., the Twentieth Century Fund Task Force, College Board) make similar recommendations for foreign language learning (22).

We in the United States have begun to perceive the crucially important role which foreign language programs must play in plans for educational reform; now we must act on that perception.

B. State-Level Action on Foreign Language Education.

The issue of the nation's need for greater foreign language competence must be addressed on three levels: federal, state, and local. On the national and state levels, there is documented evidence of the need for foreign language proficiency and cultural sensitivity in defense, diplomacy, commerce, and research. But to date there has been no concrete action at the national level to establish policies and funding in support of foreign language learning. Given the constitutional division of responsibilities, specific and direct action must be taken at the state level to accomplish educational reform.

In the past few months several other states have taken significant steps to strengthen foreign language programs. The New York Board of Regents is considering a proposal that all students should demonstrate a defined level of foreign language proficiency by the ninth grade, and that foreign language proficiency be included as one of the subjects tested for the Regents high school diploma. The proposal is strengthened by a comprehensive plan for phase-in, staff development, proficiency assessment, and maintenance of that proficiency throughout the student's high school years.

The Iowa legislature has passed an incentive program for increasing student enrollment in foreign language courses. In this program, which began with the 1983-84 academic year, each school district receives $50 in additional funds for each student enrolled in a first-year foreign language course.

These states have shown that appropriate action in response to a widely perceived need for educational reform need not await federal action. Initiative can and should be taken at the state level of government and educational administration.

1. Initiatives in Illinois Education. Educational leaders in Illinois too take seriously the responsibility of state government in education, as embodied in Article X of the Illinois Constitution, conscious that "a fundamental goal of the People of the State is the educational development of all persons to the limit of their capacities." (Article X, Section 1)

It is the statutory function of the Illinois State Board of Education (ISBE) to establish educational goals and policies giving direction to local school districts and to assess the needs and requirements of education in the State of Illinois (Ill. Rev. Stat. 1983, ch. 122, par. 1A-4C).

In accordance with those duties, in 1978 the State Superintendent of Education appointed a task force of educators and community leaders to assess the status of foreign language and international studies in Illinois schools and to make recommendations for strengthening these programs. The Illinois Task Force was the first of its kind in the nation, and its report, issued in 1979, was a precursor and resource document to the report of the President's Commission. This Task Force report assesses Illinois needs and considers possible solutions to various problems that attend plans for educational reform.

National needs for increased foreign language competence were coming into focus when the Task Force reported a declining level of foreign language learning in Illinois, parallel to the national decline. This situation was brought to the attention of the Joint Education Committee (comprised of members of the ISBE and IBHE), which expressed concern about decreasing foreign language enrollments and reduction or elimination of foreign language programs at all levels of education. A staff report on "Foreign Languages in Illinois Higher Education," submitted to the Joint Education Committee on November 10, 1980, documented the situation as "an 8.7% decline in credit hours generated at the public senior institutions between 1976 and 1979, and a 7.4% decline in credit hours generated at the community college level" (21/2). The Joint Education Committee resolved to continue monitoring the situation and declared that "responses should be developed to meet the needs" (20/5).

Within the state-wide educational system, such responses may be initiated at several levels.

Quality of Academic Preparation. The quality of high school preparation concerns both the Illinois Board of Higher Education (IBHE) and the Illinois State Board of Education (ISBE). At the IBHE, there is a perception that the need for remedial education programs at the postsecondary level signals the inadequacy of academic programs at the elementary and secondary levels. Inadequate achievement is commonly found, especially in the area of communication skills or verbal arts. In particular, there has been concern about deficiencies in writing

skills, a topic addressed by the Joint Education Committee over the last three years. In 1981, the Committee recommended that both the IBHE and the ISBE should design policies to improve writing skills at all levels of education. It suggested that the development of writing and other communication skills should not be considered the responsibility only of teachers of English, but should be addressed as well in the teaching of all related subjects. Since the IBHE's earlier concern was focused on the status of foreign language learning at the post-secondary level, let us look first at the current situation there.

2. Responses at the University of Illinois. John Cribbet, then Chancellor of the University of Illinois, spoke in April 1983 to a joint session of the Illinois House Elementary and Secondary and Higher Education Committees in Springfield on the subject of "Meeting Global Needs: The Role of Education in Expanding Foreign Trade and Other Challenges of the Future." Chancellor Cribbet declared the readiness and willingness of the University of Illinois to contribute its resources to the cooperative effort of government, business, and education in responding to the demands of today's international environment. One fundamental resource, of " inestimable value to the State," the Chancellor pointed out, "is the strength of the University of Illinois in foreign languages and in international programs and expertise." If this resource is to contribute to developing export markets, the Chancellor said, "we must continue to recognize the importance of foreign languages and study of cultures and political and economic systems other than our own. Without such understanding--given high priority in numerous other countries--we will continue to be at a disadvantage when interacting with other nations."

The Chancellor described the University's efforts to integrate foreign language and international studies programs into curricula in business administration, in agriculture, in engineering, and in law. These innovative educational approaches came about, in each instance, in response to demand from professionals in these fields who recognized not only that proficiency in other languages and cultures is an essential means for technology transfer (i.e., the exchange of information and knowledge) but what is perhaps more important, that foreign language proficiency as a communication skill is itself a technology.

INTSOY, the International Soybean Program in the College of Agriculture, University of Illinois, is one example of a University initiative in the State's service. Practically speaking, INTSOY's efforts have been important to the state's marketing of soybeans and soybean products, Illinois' number one agricultural export commodity, because the program has been successful around the world in showing the adaptability of these agricultural products to local needs. The program's success is due in large part to INTSOY's practice of conducting training courses in the language of the participants and focusing instruction on the specific conditions (e.g., climatic, cultural) of the country. The program thus plays a valuable leadership role in demonstrating the importance of foreign language competence.

Internationalizing the Curriculum. At the University of Illinois, undergraduate options are now available in the College of Commerce and Business Administration that combine foreign language and cultural

understanding with expertise in business administration, marketing, accounting, and economics. At the graduate level, an MBA with Certificate in International Business is available. Documented increases in world trade and investment and the resulting interdependence of the community of nations, says the Dean of the College, Vernon K. Zimmerman, make it essential that today's education produce more future managers with international sensitivity (28/23).

The College of Agriculture also offers the opportunity for international focus through a two-year sequence in Spanish for Agriculture. The materials for the highly focused second year were developed by the University's Language Learning Laboratory (LLL) under a grant from the U.S. Department of Education. These include reading materials on the University's PLATO computer system, interactive video-computer lessons on microcomputers, audio and video cassettes, workbooks and manuals, combined in an operational syllabus for individual and group learning by students working either on their own or with a teacher. The LLL is about to submit a similar proposal for the development of a two-year sequence of materials in French with a special focus on the agricultural problems of those African countries where French is still used for many government and educational purposes.

This LLL product is an impressive example of technology transfer to an area where it is urgently needed. Students and researchers in agriculture now have the opportunity to acquire communicative competence in a second language enabling them to participate directly in the professional exchange of essential information on agriculture.

The LLL is in fact a major resource in the state's efforts to expand and upgrade its foreign language programs. The LLL provides a wide range of services to the departments and programs offering language instruction at the University of Illinois. These services include classroom provision of audio and video equipment, computer-assisted instruction (CAI) on PLATO and on microcomputers, teacher training in CAI, materials development, research both on how languages are learned and on innovative uses of technology in foreign language teaching, and publications on language learning materials. The LLL contributes resources to and collaborates in the planning and implementation of such innovative programs as the double major in Agricultural Economics and Foreign Languages, and courses such as Spanish for Agriculture, Business French, Business German, German for Economics, and the Economics of France course taught in French.

The University has provided leadership in another crucial way by maintaining the foreign language requirement for admission to and/or graduation from most of its programs. Without this requirement on the part of the most selective of the state's universities, many high schools would have had great difficulty during the last fifteen years in maintaining even the current level of foreign language programs.

However, the University's ability to maintain strong international programs of study at advanced levels depends crucially on students' entering those programs with a strong foreign language background. The University cannot, however, take the initiative to implement reform at the elementary and secondary level.

3. The Illinois Board of Higher Education. The reform efforts of the IBHE have taken the form of directing public universities to revise their admission standards and recommending to high school students a plan of study that will prepare them adequately for higher education and the world of work. As a wide range of curricula at institutions of higher education are internationalized to meet the labor market's demand for language proficient graduates, students who have not had an opportunity in their schooling to learn other languages will find their choices more and more constrained. In an effort to improve the effectiveness of higher education's role in economic development, the IBHE directed public universities in November 1983 to revise their admission standards for programs leading to the baccalaureate degree.

At the same time the Board prepared a statement, addressed to all high school students in Illinois, on "Preparing for College." Students are advised in the statement to take those subjects in high school that will give them as many future choices as possible, alerting them to changing college admission requirements. Students are advised to complete four years each of mathematics, science, social studies, and English, and at least two years of a foreign language. These recommendations are based on a resolution adopted on November 1, 1983:

> The Board of Higher Education encourages high school students who plan to obtain a baccalaureate degree to choose subjects in high school which will preserve as many options as possible for further education and future careers. To accomplish this, the Board recommends that high school students who wish to prepare for a baccalaureate degree should complete four years of study in each the following: English (emphasizing written and oral communications and literature), social studies (emphasizing history and government), mathematics (introductory through advanced algebra, geometry, trigonometry, and fundamentals of computer programming), and the sciences (including biology, chemistry, and physics). In addition, study of a foreign language for at least two years is encouraged.

The IBHE staff report on "Public University Admission and General Education Requirements" (September 1983) points out the relationship between the ISBE designation of fundamental areas of learning and the IBHE designation of subjects recommended for college preparation.

> Specifying subjects to be completed in a college preparatory program in high school should be viewed as compatible with the State Board of Education's recent designation of the fundamental areas of learning which should be covered by Illinois schools. Such specifications will have the benefit of designating general areas of learning necessary for students who wish to pursue a baccalaureate degree and those for which learning outcome statements should be developed by the State Board of Education (11/93).

Foreign language study was recommended by the IBHE to ensure that students' choices in higher education and employment remain open. However, while the IBHE already advises students to learn foreign languages, the ISBE has not yet recommended the inclusion of foreign lan-

guage and international studies as a fundamental area of learning.

4. State and Local Relations. At a meeting of the American Association of Public Administration in Springfield in January 1984, Richard Wagner, Executive Director of the IBHE, and State Superintendent Donald Gill spoke on the topic of "Efforts to Achieve Excellence in Illinois Education." Excellence, Wagner said, is the need to set high expectations. We need to ask the best efforts of our students. However, the movement toward excellence in education is constrained by the decentralized structure of education in Illinois. Although the IBHE and ISBE have the right and the responsibility, based on statutory authority, to exercise leadership in educational policy and in curriculum, both Boards have historically respected the integrity of post-secondary institutions and the relative autonomy of local school districts, allowing them to set their own standards for curriculum, for promotion, admission, and graduation. However, both Boards are empowered by State law to establish mandatory guidelines when they perceive a compelling State interest.

Compelling State Interest. There is a compelling state interest in foreign language learning, as there is in the other areas of learning so far identified by the ISBE as fundamental. "Compelling state interest" is a legal term denoting the interest of the state in action taken to ensure the welfare of the public in response to a need which overrides traditional allocations of autonomy. The concept rests on the delicate balance between the needs and interests of the state, on the one hand, and the needs and interests of individuals or individual institutions, on the other hand. Hence, the "right" or prerogative of individual school districts in Illinois to regulate certain matters in education is balanced by the needs of the state and the state's constitutional duty to ensure "the educational development of all persons to the limits of their capacities" (Illinois Constitution, Article X, Section 1).

Local Level. Unfortunately, no concerted action has been taken at the local level to implement the recommendations of the Illinois Plan (see below) "that schools should begin in the earliest grades to build students' second language skills and to develop their understandings of global and intercultural concerns." As members of the Illinois Commission on the Improvement of Elementary and Secondary Education heard from a concerned parent who came to offer testimony at the Chicago hearing on January 26, 1984:

> Foreign language instruction is not offered in our public elementary schools. It is felt by many that this is indeed a serious gap in our educational system. Parents wishing such instruction for their children have resorted to establishing extra-curricular language instruction programs in many communities such as Evanston, Wilmette, Kenilworth, and Oak Park (2).

Parents in many communities pay large sums to provide their children with this educational opportunity. In some schools teachers conduct the classes voluntarily, without pay, but sometimes parents are even obliged to pay the school district a rental fee when school facilities are used to conduct language classes at the end of the school day. In some cases school officials have rejected the petition even when par-

ents offered to pay the entire cost of the foreign language program,

In case after case in Illinois, local school districts have defaulted on their obligation to respond to local need and to requests from parents for foreign language programs. When a local unit of government or administration fails to respond to the needs of its constituents, it becomes the obligation of the next higher level of government administration to do so.

Although the ISBE has traditionally respected the relative autonomy of the local school districts in many educational matters, there is a compelling state interest to act to remedy a situation at the local level which effectively forecloses future educational and employment options of Illinois students. Foreign languages must be recognized as a fundamental area of learning.

5. The Illinois Plan. The Illinois Plan for Foreign Language and International Studies, 1980-1985, was developed to carry out the recommendations of the Illinois Task Force for Foreign Languages and International Studies. The following statement from the Plan will serve as a beginning point for additional development and refinement:

> The Illinois Plan for Foreign Language and International Studies is based on the conviction that schools should begin in the earliest grades to build student's second language skills and to develop their understandings of global and intercultural concerns. All students need to be involved in such a program, even those who have traditionally been excluded from the study of foreign language and cultures. The program should continue in a well articulated sequence through high school and beyond. The global ramifications of all subject matters should be explored and the traditional areas of foreign language, bilingual education, cross-cultural studies, and global education should be completely interwoven.

Since initiatives to improve foreign language education at the federal level are limited and since initiatives at the local level have been largely lacking, we must address these needs with resolve at the state level. The ISBE can exercise leadership in this area of education, as it has in the past, and resolve to include foreign language and international studies as a fundamental area of learning with definable outcomes.

In defining the state's compelling interest, Don Sevener has suggested in an article on "Education Mandates: Quality is the Question" in Illinois Issues (September 1983), that there may be two basic criteria: both need and expected outcomes. The need is well established, and the possibility for defining and assuring excellence in the outcome makes the case for a compelling state interest in including foreign language as a fundamental area of learning even stronger.

Outcomes and Proficiency Assessment. There are two educational outcomes to be expected from the strengthening and extension of foreign language programs in the curriculum: the positive effect on other verbal skills and on education generally, and the development of foreign language proficiency itself. Research confirming the former has

already been cited above: verbal and other academic skills, as measured by ACT and SAT scores, improve significantly as an effect of foreign language study. This opportunity to improve educational outcomes must be made available to all students. As the recent experience with the minimal competency testing (MCT) movement has shown, all too often minimums become maximums. If educational reform strives for excellence rather than the attainment of minimums, we must help students move beyond those minimums and toward excellence. We must offer them the opportunity to improve their verbal and other academic skills through second language learning from an early age on.

Further,the outcome level of foreign language learning itself can now also be assessed. The American Council on the Teaching of Foreign Languages (ACTFL) and since 1982 the Illinois Foreign Language Teachers Association (IFLTA), among others, have undertaken federally funded projects to disseminate the National Foreign Language Proficiency Measurement System. This system was originally developed by the Foreign Service Institute and has been adapted for use in other government agencies as well, such as the State Department and the Defense Language Institute. It relies on a five-point scale, where a rating of 5 represents the level of proficiency of a highly educated native speaker and a 1 indicates elementary proficiency. Collaborative efforts by ACTFL and Educational Testing Service (ETS) have resulted in an adaptation which discriminates more finely at the lower end of the scale in order to allow the assessment of progress in foreign language learning in beginning courses. Techniques have been developed for administering an Oral Proficiency Interview, and a two-year federal grant administered by the IFLTA has provided the postsecondary foreign language teachers of Illinois with the opportunity to receive training in these techniques. Several ISBE grants to postsecondary educational institutions in Illinois have begun to extend this opportunity to secondary teachers. At the same time the guidelines for assessing proficiency in reading, listening, and writing have already been sketched out, and the development of the proficiency testing for reading is about to begin.

These proficiency measures are rapidly coming to serve as nationally recognized indicators of progress and competence in foreign language communication, both written and oral; and, because they relate teaching and curriculum to measurable outcomes, they provide clear directions for improving foreign language curricula, instructional methods, and continuity in the learning sequence. There is every reason, therefore, to encourage the ISBE to include foreign language study in its focus on the fundamental areas of learning.

C. Recommendations for Further Action in Illinois Education.

In a recent address the Lieutenant Governor of Illinois, George Ryan, concisely stated the vital need for the extensive development of foreign language and international studies through an immediate state effort in education:

> In my view, a persuasive case has been made for the compelling need to develop, through our educational system in this State, the language competence and international sensitivities of our citi-

> citizens. Foreign language proficiency clearly plays a fundamental role in technology transfer for economic development. Language learning has a clear, positive effect on the acquisition of verbal and other cognitive skills. And in Illinois, one of the nation's leading exporting states, our future economic strength--in trade, industry, finance, agriculture, and tourism--rests on our foreign language competence and our understanding of other cultures. (25/5)

Substantive improvements in education to be considered in Illinois in 1985, "the year of educational reform," must include substantial support for the expansion of foreign language and international studies. The people of Illinois look for decisive action on this issue to three major actors in the educational arena: the Illinois State Board of Education, the Illinois Board of Higher Education, and the Illinois General Assembly.

1. Illinois State Board of Education. The Citizens Panel on Foreign Language and International Studies researched the issue and prepared a detailed report in the spring of 1984. Its basic recommendation was endorsed by Lieutenant Governor Ryan, who summarized it as follows:

> We should recognized Foreign Languae and International Studies as a "fundamental area of learning." We should begin now to phase in a comprehensive program to improve and expand the teaching of languages and international studies--beginning in the elementary grades and continuing at least through our secondary schools. (25/5)

The Lieutenant Governor added that, "to assure our future economic viability, we should make this recommendation a requirement." (25/6)

The ISBE should accept the recommendations of the Citizens Panel and of the Lieutenant Governor of Illinois.

2. Illinois Board of Higher Education. In its consideration of revised admission requirements to Illinois universities, the IBHE should include a minimum two-year foreign language requirement for the present. If and when admissions requirements can be stated in terms of proficiency or expected outcomes instead of years or academic units, the foreign language requirement to Illinois universities can easily be restated in those terms, since proficiency measures are already available.

3. The Illinois General Assembly. In its 1985 legislative session the Illinois General Assembly will be considering a number of proposals for educational reform. The educational needs of the citizens of Illinois and their children will be carefully assessed. The state's compelling interest in the immediate improvement and expansion of foreign language and international studies, as it has been presented in this report and other current documents, must be considered by the General Assembly as an issue meriting immediate attention and decisive action. The General Assembly should establish both policy and funding to assert the state's interest and to meet the needs of its citizens.

Policy action should include legislation amending the School Code to ensure that foreign language learning in Illinois begins in elementary schools and continues through high school. Funding should support this policy to the maximum extent. Additional funding should be made available at the postsecondary level to provide incentives for expanded foreign language programs in Illinois universities and to provide substantial support to current university resources for language instruction.

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NOTE: References are indicated in the text by the first number. The second number indicates page. For example, (30/6) is Paul Simon, The Tongue-Tied American, page 6. A single number, e.g. (15), refers to a source document with no pagination.

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